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WELFARE IN ALBERTA

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FOREWORD

SOME time ago the women of the Alberta I.O.D.E. began to suspect that all was not well with the welfare services of their province. Since the provincial government would do nothing itself and resisted all outside attempts to get at the facts, the I.O.D.E. went ahead with its own inquiry. That inquiry was so searching that the government was compelled to appoint two royal commissioners to study the conditions which the I.O.D.E.'s investigators had revealed. The I.O.D.E. report is a document of first rate national significance, which will be read throughout Canada by all those interested in the great problem of social welfare. A series of seven articles was published by the *Winnipeg Free Press* during August 1947, summarizing the origins, findings and recommendations of this report, which was edited by Dr. Charlotte Whitton, C.B.E., director of the I.O.D.E. study. These articles and an editorial dealing with this subject are reprinted in the following pages.

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NEGLECT IN HIGH PLACES

THERE will be general interest throughout Canada in the report prepared by the Alberta I.O.D.E. which has revealed grave abuses in that province's system of social welfare.

The findings of this report, summarized in the following pages, led to the appointment of a royal commission by the Social Credit government to examine the entire problem of welfare administration in Alberta. This decision, in itself, is a victory for public opinion.

The Alberta government was reluctant to concede that there was anything amiss in its handling of welfare problems. It clung to the findings of an inquiry conducted in 1943 under its own auspices; the fact that this inquiry failed to satisfy the government's critics did not shake its complacent attitude that all was well. For several years it resisted the growing demand for a more impartial examination. At length the I.O.D.E. decided to take matters into its own hands. Its report, prepared under the direction of Miss Charlotte Whitton, a recognized authority on social welfare, charged that Alberta now has the most highly centralized and authoritarian welfare legislation to be found anywhere in Canada, or indeed, in any British community. The government, thus challenged, finally yielded to public criticism, and after another period of hesitation, appointed a royal commission.

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It is worth recalling this sequence of events for it places the frequent protestations of the Social Credit movement side by side with the actual record of its performance.

Members of the Social Credit party never weary of posing as the prophets of a new social order in which justice and prosperity will rule with unchallenged sway. The reality appears to be very different. Unless the evidence adduced by the I.O.D.E. report is shown to be without foundation or grossly exaggerated, the Social Credit government stands charged with a callous neglect of those dependent upon it for social aid, including young children, the aged and the infirm: a neglect without parallel in the recent history of Canada. It is this aspect of the I.O.D.E. report that is particularly significant to those outside Alberta.

The report describes the condition of many of the aged, infirm and chronically ill, who are dependent upon the Alberta government for support, as tragic. There is a shortage of beds

and medical treatment. Municipal officials in Alberta confess themselves unable to cope with this problem in default of guidance or assistance from the provincial government. Unless the province sets up a clear policy for relief and assistance, embodied in specific agreements with the municipalities, the government's recent provision of \$500,000 per year for medical service to all actually in receipt of aid will prove, according to the I.O.D.E., "largely futile because it is unrelated to any fundamental provision of care and general service."

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In many ways the charges of the I.O.D.E. with respect to the treatment of babies are the most disturbing. Dealing with this problem the summary of the report declares:

All in all, the powers exercised by the superintendent of child welfare in Alberta are without parallel in a British state. Socialization of our greatest national asset, our children, is not only possible but an actual fact in respect to several hundreds in the province of Alberta, 70 per cent. of whom are recorded over the last five years as removed permanently from their parents for no other reason than "mother unable to support."

While commenting on the "export" of babies to the United States the summary also declared:

The export to the United States has been unique in that in every other province, the welfare authorities have sought to curb it on the part of private agencies, while in Alberta the provincial welfare authority has actively sponsored it, and its officials and funds have been utilized in furthering it. For some years one at least of every ten children placed for adoption has gone out of the province, and rarely less than one a week on the average.

Most Canadians, reading these charges, will feel that the appointment of a royal commission is long overdue. Its report will be awaited with more than usual interest.

ALBERTA LEARNS THE FACTS.

THE development of all welfare services, statutory and voluntary, is comparatively recent in the prairie provinces and particularly in Alberta and Saskatchewan, which are after all only in the 42nd year of their provincial existence. As late as 1904 it was true that "the peoples of the territories" had "no power to establish hospitals, asylums, charities and those other elementary institutions which the British North America Act assigns to the Provinces."

In the first decade of their creation the two provinces of the central plains moved rapidly to set up responsible provincial and municipal welfare services. Alberta, under strong influence of migration from the western United States, showed a marked trend towards the development of publicly-financed and administered services, though Calgary, focus of the south, has always been one of the most active and generous of the western cities in the development of voluntary welfare services as well. In 1909-10 Alberta probably led the west in the development of its welfare provisions. It was the first province in Canada to make the relief of indigency an obligatory and not an optional liability upon its municipalities.

By the close of the First World War, however, due to the singularly interested and capable citizen group who gave leadership in Winnipeg, Manitoba had passed easily into foremost rank in welfare thinking in Canada, a rating which she has never lost and shares to-day with Ontario and British Columbia, while Nova Scotia and Saskatchewan are mov-

ing rapidly forward and Quebec, under the very different set-up of the Civil Code, creditably and ingeniously is adapting her seventeenth century social economy to the impacts of an air and atomic age. At slower pace and within the limits of very definite economic problems, Prince Edward Island and New Brunswick are also adapting old services to the changed demands of changing times.

Seven of these eight provinces have progressed upon the basis of thorough study of their welfare problems and resources and courageous adaptation of policies, procedure and personnel to effect the suggestions and recommendations arising therefrom. In each case, the study was conducted either by outside technical advisers or provincial commissions with such consultant service. In Alberta, on the other hand, and in Saskatchewan, until just before the second World War, there was the most definite resistance on the part of the public authorities to collaboration with the expanding strength and organism of Canadian social work and services beyond their own boundaries, though citizen opinion was genuinely interested and financed the study and growth of more modern services in Regina, Saskatoon, Moose Jaw, Edmonton, Calgary and Lethbridge. In 1940, the Saskatchewan Government joined the line of general advance with consistent progress in its welfare services even in the war years.

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Public interest forced an inquiry in Alberta in 1943, but the committee appointed, with the exception of the deputy attorney—

general and one woman member, consisted entirely of provincial and municipal welfare officials associated with the public welfare administration under question. The ensuing report was not acceptable to the great number of agencies and citizens who had pressed the inquiry and served as a screen for the enactment of the most highly centralized and authoritarian welfare legislation characterizing any British state today. Certain constructive suggestions of the committee lay fallow.

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The war was on, and the public mind concerned therewith, but as it drew to a close, the Alberta Chaper, I.O.D.E., who had raised over \$800,000 in the war years, determined to bring about a thorough study of the province's welfare needs and resources, as their first post-war service. It opened a fund to finance a welfare study. The study was planned to begin in January, 1947. Throughout the autumn of 1946 the I.O.D.E. repeatedly sought the collaboration of the Alberta minister of health and welfare, the Hon. Dr. W. W.

Cross, in making the undertaking a co-operative study or at least one benefitting from conference with the provincial welfare services. Not only were these repeated representations without avail, but the provincial officials issued public statements and advised the major public and voluntary welfare services against co-operation with the study. The study proceeded, with a staff of a director, Dr. Charlotte Whitton, C.B.E. (former director of the Canadian Welfare Council), an assistant director and 8 consultants, all outstanding in welfare in Canada and the United States.

With the release of interim findings of the report, the Alberta government has announced the appointment of two provincial commissions of inquiry, one in welfare administration, headed by Chief Justice W. R. Howson, and one on provincial-municipal relations, particularly with reference to administration and financing of the social services, health and education and headed by J. W. Judge, deputy minister of municipal affairs.

UNSATISFACTORY RELIEF

IN Canadian practice the relief of distress rests with municipal government. There is no more difficult administrative question facing us than how to reconcile this responsibility of local authority with the incapacity of all but the largest municipalities to finance such obligations. In certain areas of need the problem is more complex since the assurance of adequate aid, continu-

ing as long as the need itself may last, passes beyond even provincial capacity and calls for nothing short of the underwriting of the nation as a whole.

On this continent solution is being sought by developments in two directions, with the province—or state—being recognized as the basic authority in the organization pattern and prescription of standards for actual service. The

federal authority sets forth, in enabling legislation, the general lines and conditions upon which it is prepared to make federal funds available for reinforcing provincial service. The municipal authorities are being enlarged or "grouped" to afford regional units of adequate size to assure what is now generally accepted as essential—competent, full-time welfare administration at the local level.

Two large categories of possible need are dealt with under special Dominion Legislation—(1) savings deductions for need arising out of unemployment among wage earners in "insured" occupations, federally administered, and (2) allowances or pensions to the aged over 70 years and the blind over 21 years. These latter are left to provincial administration with the Dominion meeting 75 per cent. of the basic allowances up to \$30.00 per month.

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IN Alberta in recent years, a compact provincial department of public welfare has been created, including therein the administration of old age allowances, mothers' allowances, general relief, special assistance to homeless men, measures for the Metis population, child protection and care and delinquency.

Thus all general relief and assistance are left entirely to the municipalities to which the province also charges back 25 per cent. of the cost of all mothers' allowances and 10 per cent. of the cost of old age and blind pensions. There are over 12,000 aged and about 300 blind in receipt of the latter payments; 1500 mothers and 3500 children under allowance. The province aids possibly 1400 to

1500 individuals in the unorganized areas or non-resident, about 750 homeless men, and about 1400 Metis in its special demonstration settlements. Recent I.O.D.E. study in Alberta estimated that at least 3500 persons were being aided directly by the municipalities under general relief and that of 33,000 persons over 60 but under 65 years, and another 24,000 over 65 years, as well as several hundred over 70 and ineligible for pension, a total of possibly 10,000 aged, were in serious need of aid, counsel or care.

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Though Alberta legislation conferred all the powers required to develop a strong, well co-ordinated system of public aid, the provincial welfare department has taken no lead in working out sound minimum standards of relief administration, or food, clothing or shelter schedules, etc., or developing any clear-cut working relations or minimum standards with the municipalities. The province has consistently refused to make public any such minimum provisions itself, and the I.O.D.E. study received the impression that the relief given largely through the police in unorganized areas was of a minimum emergency nature and without any long-term plan of re-establishment. The poorer the municipality, naturally the lower its rates and the greater the drift of its needy into a hopeless dependency, with consequent shifting of distress to the cities.

One of the first needs in the province, therefore, appears to be a clear-cut policy in general relief and assistance with adequate provincial-municipal agreements as to respective responsibilities in

services, administration and finance. Otherwise the province's recent sweeping provision of \$500,000 per year for personal medical

service to all actually in receipt of aid will prove largely futile because it is unrelated to any fundamental provision of care and general service.

AGED, INFIRM AND ILL

IN Alberta, as in all the west, the problem of care of the aged, infirm and chronically ill is bearing down apace upon both public authorities and voluntary agencies. The west was a new country without an old population. Now it is aging rapidly, it being estimated that annually 1500 Albertans, for instance, are now reaching the age of 70 years.

Science is extending the length of life without greatly arresting its rate of depreciation. There was a heavy drift of population from rural areas to cities during the depression, and more so in the war years, when one out of five Canadians changed his place of residence. These various circumstances, combined with living costs, and shortages in housing and domestic help, have operated to create, everywhere and generally, serious crises in the sheer physical accommodation of the aged and infirm, and, under the added difficulties of hospital and nursing pressures, particularly of the chronically ill. Alberta made imaginative statutory provision in 1945 for dealing with the problem in the Home for Aged or Infirm Act, but, as with so much of the welfare legislation, administrative competence fell short

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This measure provided for the establishment by municipalities, separately or jointly, of units car-

ing for three or more aged or infirm, and for provincial sharing, on a 50-50 basis, of the costs of maintenance of persons cared for therein. Regulations, standards and rates were left to the provincial authority which failed to promulgate sufficient data to give leadership in planning and developing such units, though the maximum rate of maintenance arbitrarily fixed—\$60.00 per month—is one of the best in Canada and should be adequate for good service. The province itself has meanwhile planned a central "Old Folks Home" at Camrose which it will directly operate and collect back maintenance from individuals and municipalities for care therein. The Association of Municipal Districts has asked for the creation of small units on a district basis close to the home communities of the aged and infirm in need of care.

In all Alberta, the recent I.O.D.E. study was able to list only 11 units with accommodation for only 619 aged, though the numbers on pension were 12,100, and persons over 60 in probable need of aid or care or both, were thought to exceed another 10,000. Of these beds 534 were in nine shelters run by voluntary social agencies, 85 in two units run by the Cities of Edmonton and Calgary. The accommodation was centred in three or four cities.

Raymond Hilliard, Secretary of the Illinois Commission for the Care of the Chronically Ill, estimated the numbers in need of care in Alberta outside their own homes at 2,065 to 2,625, while the study could list only 350 beds in three units (other than pay homes), two in Edmonton, the others in hospitals with special wards. The new wings in St. Joseph's Hospital and in the Royal Alexandra at Edmonton give promise of being of unusually fine standard.

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The resultant situation in the province is tragic. No authority assumes responsibility for the aged, infirm and chronically ill. The commercialized hostel and the cheap rooming house and rundown hotel are in their heyday. The study cites among several some of the most incredibly crowded, dark, foul and inadequate hovels that could be imagined with aged and sick huddled therein. Old and ill people over 80 years of age were found, in some cases, in cellars and attics of so-called "licensed homes", in others in little cells like stalls, off long corridors where with one toilet and tap to

a score, they were charged approximately \$12.00 per month for a small cot, without proper bedding, with no food or provision for cooking except their own "canned heat", etc. Hundreds of them were in receipt of old age payments but the authorities took the ground that actual care was municipal.

The municipal authorities confessed themselves helpless without provincial standards or help in plans, and the aged and friendless sick lay wan and wasting or tottered about the streets in the coldest winter in years, many of them bewildered "strays" who, alone and fearful in their isolation, had come from farm or village, hoping for accommodation in the larger cities. The feeling of loneliness and uselessness even of the more able-bodied called tragically too for more imaginative provision in the way of clubs, reading-rooms, "hobby" centres, etc, a need which the churches and voluntary groups might well provide.

Any epidemic striking these aged in their hovels could easily sweep the communities so callous to their plight.

PROTECTION FOR THE CHILD

THERE is inadequate understanding in Canada of what is fundamental in our system of child protection and care. That is the principle of guardianship. The basic legislation of all eight English-speaking provinces—with comparable provision in recent Quebec enactments—assumes that every child has the right to responsible guardianship, vested by fact of

birth in its parents, or, in the mother in case of illegitimate birth.

Our social legislation then turns upon utilizing every possible resource to enable that guardianship to function: (1) through relief and assistance, mothers' allowances, etc., to bolster it in case of economic need; (2) through counselling and probation services to reinforce the home in

handling threatened delinquency, etc.; and (3) through the intricate network of our family and child protection services.

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Generally speaking, we have thought to provide guardianship protection through the creation of a responsible department of child protection in the provincial government service, through which local protective resources have been developed along two lines. One—and the oldest and most widespread—is the creation of Children's Aid Societies, bodies of citizens working solely under provincial charter and supervision with the municipal authorities represented thereon. The other, and in areas where municipal organization or population does not support such development, is the direct appointment of provincial child protection officials.

For instance, all Manitoba, but the north and the Dauphin area, is served by Children's Aid Societies supervised by the director of welfare, who acts directly through his own staff in the former districts. In either case, the principle is that of assuring protective service about the child in danger of neglect.

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EVEN with good protective work, however, in many cases the only solution is to destroy the guardianship to make the child "a ward" of the Children's Aid Society or the provincial welfare authority, and then to provide him with a satisfactory home.

When a child is taken into care, without severance of parental relationship, it is described as a "non-ward"; when committed to other guardianship, as a "ward". In the former case, public funds may or may not be paid for main-

tenance; in the latter, in most provinces a legal order is mandatory for the child's maintenance against the municipality of its residence. Children taken into care in the usual children's home or orphanage are usually admitted on a purely voluntary basis of care on request of parent, social agency or the public authority without change of guardianship.

This system of child protection was adopted in Alberta as early as 1909, but since 1925 steadily, and since 1944 precipitately, it has been drawn into an increasingly centralized and authoritarian administration, heading up not even in the minister of welfare, but in a so-called child welfare commission which consists of four officials of the child welfare department under the permanent chairmanship of the superintendent of child welfare. The basic safeguard to rights of the child, the family and the community alike was taken out of the law. The transfer of guardianship does not have to go through the courts and a child may be made a ward by indenture, agreement or otherwise.

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All wardship rights have been taken away not only from the Children's Aid Societies, which have been wiped out, but from the municipal welfare authorities, who must maintain the children and who must provide child welfare officials in all communities over 5,000 in population. Those officials pass under the provincial superintendent's control.

The unmarried parenthood and adoption legislation are tied in absolutely to the superintendent's direction also, and he is accountable to no one but his own commission, and, of course, implicitly

to the minister for any data as to the handling or disposition, transfer, discharge, etc., of any

child, once apprehended or surrendered or committed to his care.

THE DEFENCELESS CHILD

THERE are many incredible features in the authoritarian administration developed in Alberta's child welfare services. Not even a parent may transfer the custody of his own child even to a relative without the consent in writing of the provincial superintendent. Even if a child be committed by a court, the superintendent thereupon assumes practically unrestricted power over him. He may collect from parents or public authorities, on apprehended, surrendered or committed children, at least \$1 a day, and may place them as and where he will, at what rates and conditions he chooses, deny information bearing on them to municipalities, relatives or friends, move them about, and even discharge them from guardianship at or before 18 years of age at his own pleasure.

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No court may entertain a petition for adoption of a child, even to a relative, unless he presents the petition, though the courts alone do retain the right of granting the adoption.

By an amendment—1947—the inspection of all places where even babies may be boarded is removed from an embarrassingly conscientious public health service and given to the child welfare setup, while other amendments make possible a completely isolated service in giving the department power to acquire, maintain and operate "training schools" for children for

any purpose under the Child Welfare Act.

Everything can be kept "water-tight" by an incredible section in the Child Welfare Act (69) which prohibits even a municipal employee from providing essential data to even related social agencies without a written authorization of the provincial minister, a provision used to restrain the registration of all public welfare cases in the essential social service exchanges. The provision is also used to withhold information regarding children entering the care of any of the social agencies or institutions.

All in all, the powers exercised by the superintendent of child welfare in Alberta are without parallel in a British state. Socialization of our greatest national asset, our children, is not only possible but an actual fact in respect to several hundreds in the province of Alberta, 70 per cent. of whom are recorded over the last five years as removed permanently from their parents for no other reason than "mother unable to support."

The argument that this is because the public authority assumes all responsibility for all costs relating thereto is not borne out by facts. Of probably 2700 children in care in the winter of 1947, the province would have about 1050 in free homes, either adoptive (550) or free "work" placements (500), about 300 in

paid care in boarding homes, many classifiable as commercial, and about 300 paid for in voluntary child-caring services. These latter agencies, of which there are 15 in the province, had over 800 more children in care largely at the cost of voluntary contributions (The other 300 children would be boarded by their guardians.)

The province lacks the first essential to any child protection and care programme involving such large numbers of children annually as should engage its responsibilities, and that is proper reception and observation facilities. Nor does municipal provision provide any adequate supplement, the only services of good standard being some of the voluntary agencies.

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"Quick turn-over" of children, whether infants born out of wedlock, pre-school or school-age children, into free homes—adoptive or "free foster" — and "On the cheap" have been the principles of departmental policy. This has led to some local placements by wel-

fare officials in Calgary, Lethbridge, Medicine Hat, and some of the small cities and towns, with a rapid shipment of "non-adoptable" or "non-placeable" children to Edmonton to the superintendent's own office. Here a rapid re-routing has taken place, with a deplorably indiscriminate movement out, much by written data, to "adoption" placements in Alberta and the United States, to free homes wherever they could be found, chiefly in the rural areas, and boarded placements, without much plan or service, into child-caring institutions or, quite frequently, into scores of cheap, private boarding homes, most with several children in care.

Out of these a dreary procession of youngsters at school age moves on to free placements or are shifted about, until they can be discharged from guardianship. In many cases, the institutions and boarding homes know little or nothing about them or their backgrounds, while the school teachers in the day schools have repeatedly expressed concern at the whole system.

INFANTS FOR EXPORT

IF children are to be permanently severed from their natural guardians then adoption is the most desirable form of placement and should be irrevocable, giving to the child a new security as stable as the one should have been, of which he has been deprived. There is no social process which should be as carefully handled as that which ascertains the terrible necessity of detaching a child from all the background

of its family, race, religion and inheritance, and grafting it into a new setting.

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Moreover, every resource of sympathy and skill should be engaged to lead the natural parents, especially the unmarried mother, to realize the full implication of her surrender of her child, its irrevocability, its possible reactions on herself, in other years.

Adoption may seem a quick and a cheap way out; it is not necessarily the best, until and unless there is a certainty that all other avenues have been explored. Where good social work is done, more than half the mothers given service retain their babies, and of those surrendered, perhaps, not more than one in three, rarely more than one in two, is placed early, if at all, for adoption if conscientious study of social background, the child's needs and the adopting parents' hopes and plans are all considered and reconciled.

This, with a falling birth rate, means a demand far greater than the responsible supply of suitable babies, everywhere on this continent. A brisk business in such placements, particularly, is itself an indication of irresponsible social work of poor standard.

Alberta has been known for some years now as a province in which "it was easy to leave or to get a baby" and families, particularly from British Columbia and the United States, of good welfare standards, ignoring their own best interests, have sought "Alberta Babies" in such numbers as to have caused continuous protest from their own official welfare departments. The department's own reports indicate about 600 illegitimacy cases a year "dealt with" by the child welfare branch, and about 450 adopted, practically all in the first week of life.

The export to the United States has been unique in that in every other province, the welfare authorities have sought to curb it on the part of private agencies, while in Alberta the provincial welfare authority has actively sponsored it, and its officials and funds have been utilized in

furthering it. For some years one at least of every ten children placed for adoption has gone out of the province, and rarely less than one a week on the average.

Application is made to the superintendent of welfare who has then sought the help of the United States consul at Edmonton in checking the references submitted by the applicants. This has been carried out within the requirements of the United States immigration provisions to satisfy the "probability of public charge" clauses and, peculiarly and regretably, has not gone through the state welfare departments concerned. Upon satisfaction of the U.S. consul, a visa has been issued and the prospective parents have either come to Alberta or sent funds to provide for the transport of the baby and an escort to their place of residence. In either case, the Alberta welfare department handles the application for adoption, certifying to the court knowledge of the family home and so waiving the probationary year of residence, otherwise required under the act.

But what is more unusual, the superintendent has then applied also, usually by air mail, to the department of external affairs at Ottawa, as the legal guardian, for a passport for the infant, as a Canadian citizen, and so "non-quota", to enter the United States, though just legally adopted to United States citizens. The little mite, often only a few days old, thus departs, removed from the Alberta child protection system by legal adoption, admitted to the United States as a Canadian citizen, and doomed to be as an alien there, where citizenship can be acquired only on coming of age

or upon re-adoption, impossible in some states by reason of the circumstances of admission.

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Of course, social adjustments, supervision of the child, etc., are all "by the board" under such a system which illustrates the Alberta administration's typical rapid and cheap handling of child need in its most callous aspects. Even so, it is hard to fathom. With a

waiting list of over 250 approved Alberta homes in January 1947 it would seem no adoptable child should leave the province.

The I.O.D.E. study in Alberta rests a great part of its argument for complete recasting of the policies, procedures and personnel of Alberta's child welfare services upon this export of one of our most essential resources—healthy child life.

PROPOSED REFORMS

THE I.O.D.E. study report commends the evident desire of the people of Alberta and of their legislature to provide adequate modern public welfare services for all their people, of whom the study estimates approximately 28,000 to be directly in touch with some service today, but about 22,000 more to be in need of service or aid and not presently in receipt of either.

Welfare expenditure, apart from the Dominion's payment of \$17 millions annually in family allowances, and in unemployment and veterans payments and benefits, the study gauges at roughly \$10 millions per year. Since 35 per cent. of this comes from Dominion revenue (in old age and blind payments) the study maintains that on this very practical basis, all Canadians must be interested in Alberta's welfare standards quite as much as in those of their own provinces. Welfare disbursements from provincial revenues provide about 35 per cent., from municipal, about 15 per cent., and voluntary funds the remaining 15 per cent. of Alberta's welfare costs.

Alberta's entire welfare administration needs to be modernized

and humanized, and there can be little further real progress in actual social services to the people, under either statutory or voluntary provisions, until the public welfare department is reorganized. For the public welfare policy and service are basic in the modern state, and all other welfare activities necessarily relative to them today.

The I.O.D.E. report submits 34 specific suggestions, the most important of which call for:

1. The appointment of a fully qualified, capable, efficient and humane official as deputy minister of welfare, and of three assistant deputies, one in charge of executive administration, one of the development of local welfare organization and one as director of welfare service. Two of these appointees must be qualified persons, well trained in social work, though the executive assistant and the municipal supervisor might well be transferred from the department of the treasury and from municipal affairs.

2. The appointment of at least six qualified technical consultants, advising on family, aged, child protection and general assistance

services, since there is not one employee in the entire public welfare service of the province with even minimum training.

3. Following these appointments, bursary and in-service training for promising younger staff members in present personnel.

4. Not necessarily additional budget outlay for personnel, but quite definite retirements, transfers and replacements. The present numbers of personnel and votes should be adequate to assure effective reorganization and good welfare service in the province.

5. Decentralization of actual welfare administration into strong municipal welfare units with full-time qualified staff under metropolitan boards in Edmonton and Calgary, and 8 municipal welfare district boards, but with the greater area of the local improvement districts retained directly in provincial administration.

6. The retention by the province of the prescription of standards, regulations, supervision, etc., but the entrusting of actual administration to these enlarged units of regional municipal administration, comparable to Alberta's enlarged municipal districts, hospital, health and school zones, in the evolution of which the study considers Alberta to be giving a lead to all four western provinces.

7. The development of a system of direct provincial subsidy, annually on the Illinois principle—that is on the basis of actual need on approved budgets for all classes of local social welfare needs, providing each local welfare authority agrees to levy an initial minimum rate as basic.

8. The development of shelter units for children and for the

aged and infirm on the decentralized basis of these local welfare units.

9. The entire re-casting of the province's present child protection, home finding, child placing, supervision and adoption services to accord with minimum standards of modern social practice.

10. The development in Calgary and Edmonton of more effective family services bearing on the admission and discharge of children in the child-caring institutions, and co-operative arrangement among them to this end—with special effort to develop a child placing service of high quality.

11. Complete re-organization and development of proper case services in dealing with the problems of unmarried parenthood.

12. The unshackling of the social courts by their transfer to the department of the attorney-general, and the appointment of fully qualified judges who shall not be members either of the child welfare department or the child welfare commission.

13. The substantial reorganization of the handling of delinquents, the assurance of proper detention and observation facilities, the provision of at least one training school for boys and for non-Roman Catholic girls, and the development of proper placement, supervision and discharge services.

14. The assurance of extended facilities for the detention and care of delinquent and feeble-minded girls, and for the special care of their children.

15. Generally a different attitude towards the partnership of public and voluntary welfare services and more effective integration of the latter.